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ANNUAL REPORT OF THE ADMINISTRATOR FOR 1992 AND PROGRAMME-LEVEL ACTIVITIES

Environment and development

FOLLOW-UP TO THE UNITED NATIONS CONFERENCE ON ENVIRONMENT AND DEVELOPMENT: UNDP STRATEGY IN SUPPORT OF SUSTAINABLE DEVELOPMENT

Report of the Administrator

SUMMARY

Faced with the mounting recent evidence of accelerating environmental degradation and the serious obstacles it presents to poverty eradication, UNDP has intensified its efforts to integrate environmental concerns into the mainstream of its development activities. Since the Earth Summit, UNDP has also moved quickly to launch a major programme in support of Agenda 21. This programme includes, among other components, reviewing UNDP's own capacities for supporting sustainable development activities; reviewing the fifth cycle country programmes and preparing for a more detailed review to be carried out during the cycle to ensure that they fully support a sustainable development strategy; and launching a major capacity-building programme - Capacity 21 - to support recipient countries in their implementation of Agenda 21. Capacity 21 will complement existing strategies through a programme approach rather than a separate facility. Capacity 21 complements the capacity-building initiatives of such facilities as the Global Environment Facility, the Montreal Protocol, the United Nations Sudano-Sahelian Office (UNSO), the United Nations Capital Development Fund (UNCDF) and the country indicative planning figures. As such, Capacity 21 is a catalytic fund that will be used to facilitate the integration of environmental considerations into all UNDP activities and to strengthen the sustainable development aspects of the programme.

INTRODUCTION

1. UNDP has long been involved in projects that contribute to sustainable development and, in particular, sustainable human development. Since the 1950s, it has organized programmes to eradicate malaria, restore soil fertility, manage farming systems without poisoning ecosystems, restore water quality and help the Sahel region keep sand dunes from burying roads and farms. These and many other projects have helped developing countries meet their current needs without jeopardizing the ability of future generations to meet their requirements. In the last 10 years, faced with mounting evidence of accelerating environmental degradation and the major obstacles presented to poverty eradication as a consequence, UNDP has intensified its efforts to integrate environmental concerns into the mainstream of its development activities.

2. The Administrator has reported regularly to the Governing Council on these efforts, and the Governing Council has, in turn, supported and strengthened the UNDP mandate. In its decision 90/34 of 23 June 1990, the Council selected the environment and natural resources management as one of the six areas of focus in the fifth programming cycle. The Governing Council also decided that, within these six areas, capacity-building and capacity-strengthening should have priority. Its decisions have encouraged UNDP to:

(a) Develop environmental management guidelines;

(b) Ensure that all UNDP programmes support sustainable human development;

(c) Assess and strengthen its internal capacity to integrate environmental concerns into the mainstream of its work;

(d) Assess the capacity of developing countries to develop and redirect their policies and strategies in order to enable them to become more sustainable; and

(e) Develop information systems and networks in support of capacity-building for sustainable development.

3. The Governing Council, as well as the United Nations General Assembly, have also supported the UNDP decision to launch Capacity 21, the capacity-building programme initiated in response to the United Nations Conference on Environment and Development (UNCED). The present report to the Governing Council responds to its general request for regular reports on environmental activities as well as to its specific request for information on plans concerning Capacity 21.

I. THE UNDP INTEGRATED STRATEGY

4. The emerging vision of sustainable human development poses major challenges and opportunities for UNDP. To deliver services more efficiently is no longer enough. UNDP must also work with developing countries to translate the concept of sustainable human development into coherent plans of action. This task involves responses to a more complex set of problems and requires new and different skills, a more holistic approach to problem solving and increased

coordination of operational activities in the field. UNDP seeks increasingly to integrate the various thematic areas of concentration into a development vision that is sustainable in human, environmental and institutional terms. The new strategy must be people-centred - of people, by people and for people - and planet-centred - designed to preserve the integrity and ability of Earth's resources to continue to support human and other life.

5. The UNDP development vision incorporates the specific goals of Agenda 21, which include the following:

(a) The formulation and implementation of policies that achieve a sustainable balance among consumption, population and Earth's life-supporting capacity;

(b) The adoption of national strategies for sustainable development and the strengthening of national capacities to implement these strategies;

(c) The elimination of poverty;

(d) The formulation and implementation of policies and programmes that address the problems of degradation of land, air and water;

(e) The management and conservation of forest resources and the diversity of species;

(f) The development of technologies and techniques to meet human needs while ensuring proper management of natural resources;

(g) The development of accounting systems that reflect the full value of natural resources and the full cost of environmental degradation;

(h) The protection of Earth's atmosphere and its ozone layer; and

(i) Broad participation in decision-making by major groups, particularly women and non-governmental organizations (NGOs).

6. Although it seeks to support Agenda 21 within a broad collaborative framework, UNDP has its own distinctive strategy for sustainable development:

(a) Capacity-building: an operational focus on providing the policy environment, knowledge and institutions that ensure sustainability rather than concentrating on physical outputs <u>per se</u>;

(b) Human development: a process that seeks to enhance people's choices and improve their living conditions, as opposed to a "narrow conservationist" approach;

(c) Participation by all elements of society - Governments, academia, NGOs and community groups - in the process of defining and implementing programmes for sustainable human development; and

(d) Sustainability of achievements in financial, social, institutional and environmental terms.

II. IMPLICATIONS OF AGENDA 21

7. The conviction that environment and development are irrevocably linked shaped UNCED and Agenda 21, and led UNCED to give UNDP a significant role in the implementation of Agenda 21. This role is defined principally in chapters 12, 33, 37 and 38 of Agenda 21, which call on UNDP: (a) to play a leading role in coordinating United Nations system efforts in capacity-building, in mobilizing donor resources for capacity-building and in assisting recipient countries on request; (b) to strengthen coordination mechanisms; (c) to undertake programmes that address problems of desertification and drought; and (d) to promote the role and involvement of women, youth, NGOs and other major groups in the implementation of Agenda 21.

8. Of these responsibilities, the most critical task is to help to ensure that all the initiatives, funds and instruments which have followed from the UNCED process mesh at the national level to support the same global objectives. The broad mandate, decentralized approach and field office network of UNDP facilitate coordination where it counts: at the national level.

9. UNDP has been working to assess new and emerging national needs, existing institutional capacities to meet these needs and the comparative advantages of institutions. The task has been stimulated by UNCED, recent General Assembly and Economic and Social Council sessions and ongoing assessments by UNDP and other development institutions.

10. The capacity of UNDP was surveyed immediately after UNCED and improvements were recommended in the following areas:

(a) Streamlining activities at headquarters to improve efficiency and coordination, to strengthen substantive thematic support to the field and to ensure the full integration of actions to promote human development with actions relating to environment and natural resources management;

(b) Adopting personnel and training policies that will strengthen UNDP internal capacity to support sustainable human development and the implementation of Agenda 21; and

(c) Strengthening UNDP field offices so that they are better able to deliver integrated solutions in support of sustainable development.

UNDP is now in the process of implementing measures to address these three areas, as described below.

11. The Bureau for Programme Policy and Evaluation (BPPE) is responsible for overall programme development and support functions. These are now distributed among three thematic groups: human development, environment and natural resources management and public sector management, integrated as the Programme Development and Support Division. Of the three groups, the Environment and Natural Resources Group (ENR) is responsible for overall coordination of environmental matters, for recommending policies and strategies on the environment, for establishing training policies for staff and for helping to "mainstream" environmental concerns into all UNDP programmes. ENR also provides technical advisory services on sustainable agriculture, sustainable forestry,

water and waste management, environmental education and sustainable development policies and strategies. To ensure close collaboration among all UNDP environment-related initiatives, staff units dealing with the Global Environment Facility (GEF), the Montreal Protocol for the Protection of the Ozone Layer, the Sustainable Development Network (SDN) and Capacity 21 are attached to ENR. These links, along with the outposting of GEF coordinators to the regional bureaux and other units, facilitate the mainstreaming of activities funded by these programmes into regular UNDP programmes.

12. In addition to ENR, headquarters units that support environmental activities at the operational level include the regional bureaux, which are responsible for managing programme delivery by the field offices; the United Nations Sudano-Sahelian Office (UNSO), which is responsible for activities related to drought and desertification in the region where these phenomena represent a major challenge to sustainable development; the United Nations Development Fund for Women (UNIFEM), which stresses the significance of the role of women in combatting serious environmental problems and gives them an appropriate role in decision-making; the Division for Global and Interregional Programmes (DGIP), which, inter alia, manages environment-related programmes in water, energy and agriculture; and the United Nations Capital Development Fund (UNCDF), which increasingly seeks to improve the environment of local communities.

13. At the policy level, ENR is responsible for ensuring that all these programmes support a coherent strategy in which national programmes are the centrepieces, with the funds and facilities - GEF, the Montreal Protocol, UNSO, UNIFEM, SDN, UNCDF and DGIP - providing integrated support to programme goals that have been formulated by the countries themselves. UNDP regional bureaux and field offices are responsible for ensuring coherent action at the country level to implement this strategy.

14. With regard to personnel and training policies, UNDP has intensified training programmes for its staff and development partners. By April 1993, over 750 development professionals in 28 countries had been trained to utilize UNDP environmental management guidelines under a global environmental management training programme developed by ENR. This training complements regular in-house training programmes, which are being revised to ensure increased understanding of the concept of integrated sustainable human development and how it can be put into operation. ENR itself has been strengthened by the recruitment of full-time advisers and consultants - some seconded by donor Governments - in the fields of water resources, environmental law and support to Capacity 21.

15. Given the emphasis on operations at the country level, special efforts are under way to strengthen field office capabilities in these areas. In addition to the training mentioned above, the budget being presented to this session in document DP/1993/45 provides for 41 national officers dedicated exclusively to environment matters. Field offices are also being encouraged to use Development Support Services (DSS) funds to obtain technical advice in aspects of sustainable development relevant to their country situations and programmes. Databases on relevant knowledge and experience, as well as consultant rosters, are being expanded and improved. The SDN is also expected to serve as an important resource for UNDP and its national partners in countries where it is being implemented on a pilot basis. This network, which was launched in 1989,

now has pilot programmes in 11 countries and 1 regional project in the South Pacific and has initiated preparatory activities in 20 others.

16. Since UNCED, UNDP has moved quickly to launch a major programme in support of Agenda 21. This programme includes:

(a) Following up on the conclusions in national reports to UNCED, many of which were prepared with UNDP support;

(b) Identifying support that countries will require to prepare action plans for the implementation of Agenda 21;

(c) Moving ahead on the SDN, a programme to facilitate access to relevant information by all sectors of society in developing countries;

(d) Reviewing UNDP capacity for supporting sustainable development activities;

(e) Reviewing the fifth cycle country programmes and preparing for a more detailed review to be carried out during the cycle so that these programmes will more fully support a sustainable development strategy;

(f) Formulating a cooperative programme with the private sector to promote technology sharing and the development of environmentally benign technologies;

(g) Identifying new initiatives to protect the intellectual property rights of indigenous groups and promote their role in the development of ecologically sound techniques;

(h) Consulting with developing country NGOs about their capacity-building needs, planning initiatives to strengthen the roles played by institutions of civil society in promoting sustainable development and implementing and monitoring Agenda 21;

(i) Launching a major capacity-building programme - Capacity 21 - and obtaining preliminary responses from all interested parties;

(j) Intensifying efforts to develop a strategy for sustainable agriculture and supporting a global sustainable agriculture network;

(k) Supporting improvement of the urban environment through the Local Initiative Facility for the Urban Environment;

(l) Launching a national capacity-building initiative for managing national forests; and

(m) Co-sponsoring a post-UNCED regional meeting in Abuja, Nigeria, focusing on national strategies for the implementation of Agenda 21 and supporting a number of national conferences and seminars convened to formulate Agenda 21 programmes on a national basis through a participatory process.

17. In following up on Agenda 21 and, in particular, chapter 12, UNSO has supported national and subregional (Permanent Inter-State Committee on Drought

Control in the Sahel (CILSS) and Inter-Governmental Authority on Drought and Development (IGADD)) meetings focusing on strategies to follow up Agenda 21. UNSO is also developing a programme on drought preparedness and mitigation emphasizing capacity-building at the local and subnational levels and is assisting member States covered under its mandate in the negotiations process for an international convention on desertification.

18. GEF. UNDP continues to be actively involved in the management of the GEF in close collaboration with its GEF partner agencies, the United Nations Environment Programme (UNEP) and the World Bank. UNDP responsibilities within the GEF cover: (a) technical cooperation and capacity building; (b) pre-investment activities; (c) the NGO Small Grants Programme; and (d) facilitating in-country coordination, dissemination of information and prioritization of GEF activities.

19. During the GEF three-year pilot phase, 47 national, regional, interregional and global UNDP projects have been approved. UNDP GEF funding covering the first through fourth phases totals $268 million. An additional eight projects have been submitted to the participants for review and approval at their May 1993 meeting at Beijing, China. These projects emphasize the UNDP developmental approach and expertise by focusing particularly on capacity-building, institutional strengthening and other related technical cooperation activities. The distribution of UNDP GEF funding by thematic area is as follows: reducing global warming (40 per cent), preserving biological diversity (42 per cent), protecting international waters (17 per cent) and controlling ozone layer depletion (1 per cent). The NGO Small Grants Programme supports community-based activities by grass-roots organizations and NGOs in developing countries with grants up to $50,000, and $7 million has been committed to this UNDP-administered programme.

20. Montreal Protocol. UNDP is cooperating closely with its three partner agencies (UNEP, United Nations Industrial Development Organization (UNIDO) and the World Bank) in programme implementation under the Multilateral Fund of the Montreal Protocol. UNDP assists developing countries in the planning, preparation and implementation of country programmes, projects and sectoral activities to replace and phase out chlorofluorocarbons (CFCs), halons and other ozone-depleting substances through on-site and in-country technical training and external study tours, feasibility studies, pre-investment studies, demonstration projects and, on country request, investment projects. UNDP follows a sector-based approach covering aerosols, refrigeration and air conditioning, mobile air conditioning, foams, solvents and halons used in fire-extinguishing. Its key feature is a cost-effective technology dissemination and replication strategy. The programme is managed in ENR/BPPE.

21. The Executive Committee of the Multilateral Fund has, to date, approved around $14 million for UNDP activities in 25 countries, which include: (a) assistance in the preparation of 12 country programmes; (b) national staff training and ozone layer institutional strengthening; (c) utilizing CFC substitutes in aerosols and solvents applications; (d) joint implementation with UNEP of regional demonstration/training programmes in refrigeration servicing and CFC recovery/recycling in industrial, commercial and domestic refrigeration; (e) implementation of regional demonstration/training programmes on use of reduced CFC foaming techniques and in halons reduction, recycling and

substitution; (f) design and implementation of several foam sector investment projects in Egypt; (g) implementation of global training, demonstration and project preparation activities in the halons and mobile air conditioning sectors; and (h) project preparation assistance in several countries.

III. CAPACITY 21

Background

22. The Administrator reported to the Governing Council special session in February 1993 on the decision to launch Capacity 21. This followed an informal consultation with Council members in September 1992. The decision to launch Capacity 21 has been endorsed by both the Governing Council (decision 93/2 of 19 February 1993) and the United Nations General Assembly (resolution 47/194 of 22 December 1992). The present report provides more detailed plans for the full implementation of Capacity 21, including recommendations on how to distribute its resources.

Preparatory activities

23. UNDP preparatory activities in the last few months have included the following:

(a) Consultations with donor countries: UNDP has consulted with donor countries since August 1992 through their Permanent Missions in New York, visits to their capitals and informal meetings. These consultations have been of great value as UNDP develops the scope and focus of this programme;

(b) Consultations with recipient countries: These have taken place mainly at the national level through the offices of UNDP resident representatives. They began with a survey of global capacity-building needs prior to UNCED and have continued since the conference, giving UNDP good insight into the nature and level of demand for additional technical cooperation for capacity-building;

(c) Consultations with United Nations system agencies: Several consultations have taken place to explore how best to associate the expertise and experience of United Nations system agencies with Capacity 21. The latest meeting was held at Paris, hosted by the United Nations Educational, Scientific and Cultural Organization (UNESCO). The next will be held at Rome in early fall hosted by the Food and Agriculture Organization of the United Nations (FAO). UNDP has also reported extensively on Capacity 21 to the Administrative Committee on Coordination and its Inter-agency Committee for Sustainable Development, and the programme has received their strong endorsement. As a result of these consultations, various agencies are already working closely with UNDP to prepare monographs on capacity-building in their specific areas of expertise and are determining how they can most effectively contribute to Capacity 21. Bilateral consultations are also being held with UNEP because of its special role and experience in the area of environment;

(d) Establishment of management mechanisms: A subcommittee of the UNDP internal Action Committee - the Capacity 21 Management Committee - has been established to facilitate programme development and to screen project proposals;

(e) Consultations with other partners: Consultations have also taken place with the private sector - through the Business Council for Sustainable Development - concerning a programme in the area of technology capacity. There have also been consultations with NGOs and academic institutions to discuss their possible roles both in implementing and monitoring Agenda 21 and in capacity-building, including areas concerning strategy and policy formulation, information sharing and technology and scientific research;

(f) Programme development: Consultations with various partners have provided a basis for planning the role of Capacity 21 and for identifying programmes that might eventually be funded through Capacity 21 or alternative channels. A number of countries are already preparing proposals for such support;

(g) Mobilization of resources: To date, several Governments have pledged a total of $18.6 million in contributions to Capacity 21: Japan ($10 million); France (7 million French francs = $1.3 million at current exchange rates); Germany (10 million deutsche mark = $6.3 million at current exchange rates); Austria ($1 million); Canada has indicated that it will pledge $2 million and the United States of America is putting together a package of financial, human and other resources. Other donor countries, including the Netherlands and the Nordic countries, have also expressed interest in Capacity 21.

The need for Capacity 21

24. One of the most important conclusions from UNCED was that new efforts must be made to build national capacities in support of sustainable development and that new and additional resources will be required for this purpose. Agenda 21 also calls on countries to "retool" their decision-making processes and to develop the human resources and institutions that are needed to undertake this task. This implies that there is a need, inter alia, to:

(a) Heighten the awareness among decision makers of the need to incorporate sustainable development factors into policies, strategies, plans and programmes and to identify the potential benefits of doing so;

(b) Establish locally appropriate processes and mechanisms for consultation, coordination and management, both among relevant government units and between government and relevant non-governmental entities;

(c) Identify and reinforce potential constituencies for environmentally sustainable actions;

(d) Facilitate access to needed technical knowledge, global experience and advice, including studies, information and analytic tools for identifying problems and determining alternative courses of action;

(e) Expand and strengthen national technical institutions and other local sources for such knowledge and advice;

(f) Analyse social and political factors, including the potential implications and impacts of capacity-building initiatives on various actors;

(g) Establish modalities for building on, and mediating among, different interests so that solutions can be developed which will be implementable and sustainable;

(h) Establish and strengthen appropriate local mechanisms for facilitating broad participation by major groups in the national dialogue and by community groups in decision-making at the local level; and

(i) Determine the capacity-building needs of developing country NGOs, NGO networks and community groups seeking to strengthen their abilities to contribute to the implementation and monitoring of Agenda 21.

Complementarities of the programme

25. Capacity 21 seeks to complement existing programmes through a programme approach and is not a separate facility. Because of its catalytic role and the fact that its programmes are developed at the country level, Capacity 21 complements the capacity-building initiatives of such facilities as GEF, the Montreal Protocol, UNSO, UNCDF and the country indicative planning figure (IPF). As such, Capacity 21 is a catalytic fund which will be used to facilitate integrating environmental considerations in all programmes and to strengthen the sustainable development aspects of the programme.

Building on UNDP relative strengths

26. Capacity 21 will build on UNDP relative strengths, including:

(a) Long-term experience in technical cooperation and capacity-building;

(b) A multisectoral approach to development;

(c) Strong in-country presence;

(d) Outreach to a broad universe of partners, including NGOs, women's and youth groups and other societal groups and ability to bring complementary inputs into the process;

(e) Expertise in process management and the delivery of technical cooperation through cost-effective, innovative and flexible methods;

(f) Experience in facilitating information dissemination, exchanges and networking; and

(g) Ability to act as a catalyst, coordinator, facilitator, mobilizer of resources and neutral broker.

Programme content

27. Translating Agenda 21 into action requires capabilities at the national level in the areas cited in paragraph 24. These include the capacity to:

(a) Design strategies that promote sustainable development;

(b) Draw up an appropriate policy, legal, regulatory and enforcement framework;

(c) Draw on local information sources and develop and adapt appropriate technology for promoting sustainable development;

(d) Develop mechanisms for popular participation in deciding and implementing sustainable human development issues; and

(e) Develop the SDN as a cross-cutting tool to help unify and support information access and exchange within and between developing countries.

28. Capacity 21 will help build these country-level capacities by cooperating in:

(a) Reviewing the current status of relevant national plans and strategies and of existing capacities to develop and implement these plans and strategies;

(b) Identifying specific needs among government agencies and institutions of civil society for strengthening their requisite knowledge and experience;

(c) Determining the availability of resources, including external assistance;

(d) Establishing priorities;

(e) Identifying potential entry points and linkages;

(f) Establishing suitable in-country mechanisms for action and coordination;

(g) Initiating appropriate processes;

(h) Helping to formulate specific capacity-building programmes and activities;

(i) Mobilizing domestic and international resources for the implementation of these programmes and activities; and

(j) Undertaking pilot capacity-building programmes in priority areas where UNDP has special strengths.

Countries will need assistance from Capacity 21 at different times and in different areas. Whatever the entry point, the activity will always seek initially to build on and strengthen existing capacities. The salient points of Capacity 21 are presented in succinct form in the annex.

29. The initial phase of Capacity 21. In the first 18 months of the programme, Capacity 21 will operate in a limited number of countries. It is expected that programme implementation will begin in 10 countries in 1993 and in a further 15 to 20 countries in 1994. In addition, more limited, preparatory-type activities will be developed and implemented in 30 to 40 countries during this period. These will serve as the basis for full programmes in the 1995-1996 period,

taking into account experience gained in the initial phase. The number of countries to be added will depend on achievements and resources. The Administrator proposes to report annually to the Governing Council on Capacity 21 over the course of the cycle, the duration initially suggested for Capacity 21.

30. Programme criteria. The following are considered the minimum conditions for a successful Capacity 21 programme:

(a) Demonstrated strong commitment to Agenda 21 and to capacity-building;

(b) The presence of a policy framework (or commitment on the part of the Government to create such a framework) and an enabling environment to ensure that the desired impacts can be achieved and sustained;

(c) A clear perception of how Capacity 21 will be linked to relevant activities funded by such other means as IPF, the International Development Association (IDA), GEF and the Montreal Protocol;

(d) Assurance that programme beneficiaries and stakeholders will be involved at appropriate stages of programme development and implementation; and

(e) Circumstances which allow UNDP to play a coordinating and catalytic role.

31. Project types. Capacity 21 will develop model approaches, tools and instruments for building capacity under varying conditions. Under Capacity 21, UNDP will strive to support programmes that are representative in terms of geographic region, country size, type of ecosystem and programme content.

32. Resource distribution. In decision 93/2 of 19 February 1993, the Governing Council requested the Administrator to present proposals for the distribution of resources under Capacity 21. The Administrator has examined several options, including the IPF formula, the Special Programme Resources (SPR) formula and various formulas that would both allow the development of model cases under varying conditions and also respond to General Assembly and Governing Council calls for giving special attention to least developed countries (LDCs). On this basis, the Administrator recommends that the resources be allocated in accordance with the provisions for the thematic programmes of SPR. These provisions call for the Administrator to ensure that not more than 50 per cent is allocated to any one region. In addition, the Administrator also proposes that at least 40 per cent of the resources go to LDCs.

33. Management structure. UNDP will manage Capacity 21 through existing structures. As indicated in paragraph 18 above, a management committee composed of representatives from the regional bureaux, UNIFEM and appropriate units of BPPE has been established to screen proposals submitted for funding, suggest revisions as needed and approve proposals. The Assistant Administrator and Director of BPPE has overall responsibility for Capacity 21 and for preparing regular reports to the Governing Council. UNDP field offices are responsible for assisting Governments with programme development and implementation.

34. Project implementation. As with all its activities, UNDP is not the executing agent of Capacity 21 but, rather, a facilitator, mobilizer and coordinator of activities. In most cases, UNDP will rely on the expertise of others, including United Nations system agencies, bilateral agencies, NGOs, private-sector institutions and research and academic institutions. UNDP policy in regard to national execution applies to this programme as it does to other UNDP activities.

35. Framework for programme collaboration. To tap the skills and expertise of many possible partners, UNDP is already using established mechanisms to facilitate ongoing dialogue, information sharing and collaboration among public and private agencies on the subject of capacity-building. Among potential partners, United Nations agencies and UNEP are expected to play a special role. In developing and disseminating information, priority will be given to information about tools and methodologies that can be used and/or adapted in other countries.

36. Programme evaluation. Capacity 21 will be subject to normal UNDP review and evaluation procedures. UNDP will also undertake an overall evaluation of the programme in the first quarter of 1995 to assess experiences to date, the impacts of the programme, the adequacy of strategies adopted for the programme and potential long-term benefits. Capacity 21 will also be subject to evaluation at the end of the cycle to determine whether the programme will be continued.

CAPACITY 21

Capacity 21 will build capacity to manage the environment and natural resources in the context of economic and social development. The assistance provided through Capacity 21 will be catalytic and short-term but with long-term impact and benefits and will create capacity that can be realistically absorbed and maintained. Capacity includes institutions, legal framework, enforcement mechanisms, technical skills and basic knowledge of the individual regarding the natural environment. Countries will need assistance from Capacity 21 at different phases. Whatever the entry point of the assistance, the focus of the activity will be on strengthening existing capacity as far as possible and building only where no capacity exists. Activities under this programme would serve to strengthen the decision-making process at all levels of society through better access to information, greater awareness, greater knowledge, and greater participation.

A FRAMEWORK FOR NATIONAL PROGRAMMES

Capacity 21 will begin implementation in the initial phase of the programme in a number of countries selected to provide examples of programmes with different entry points and types of activities.

At the national level, Capacity 21 will:

- Stimulate a participatory process involving all sectors of society;
- Address specific identified needs for capacity building;
- Help formulate and implement capacity-building activities;
- Mobilize domestic resources (institutions, know-how, NGOs), international resources (donor programmes, United Nations programmes).

At the regional level Capacity 21 will:

- Promote subregional, regional and inter-regional cooperation where this serves to enhance national capacity;
- Enhance the capacity of institutions that can serve a region in training, research, or policy advice, where this is more cost-effective than building capacity nationally.

UNDP will support the Capacity 21 programmes by:

- Collecting information on current methodologies, tools, instruments, experience of different actors, including the United Nations specialized agencies, donors, the business and academic communities, NGOs and others;
- Facilitating exchange of informaton between actors;
- Identifying partners best suited to implement activities in specific areas.

NATIONAL LEVEL PROGRAMMES

1. Building institutional capacity

One entry point for Capacity 21 programmes is assisting in building institutional capacity. A programme following this approach could provide a country with technical cooperation to develop the necessary human resources and an appropriate institutional framework for sustainable development. For example, national policy might establish that the responsibility for formulating sustainable development policies should be decentralized. The legal framework to support the integration of environment and development planning is in place. However, there is a need to strengthen the human and institutional capacities to put this framework into operation. The Capacity 21 programme will assist in establishing a decentralized system of administration and will support a series of training workshops to build up the capabilities of staff of these units to integrate environment and development at the regional level.

2. Strengthening human resources

In many cases, an adequate institutional framework exists but it may lack necessary tools such as policies, regulations or legal framework for effective implementation. In these cases, the Capacity 21 programme will focus on building capacity to develop and implement such tools.

A Capacity 21 programme addressing these concerns could be designed to build the capacity of civil servants and decision-makers to understand the major issues of environment and development in their particular context. The programme could focus on mid-level management personnel at the local, regional and national levels. It should also seek to build the capacity of personnel in the private sector and in NGOs. The activities would consist of interrelated training modules covering the spectrum of sustainable development. The modules will be developed in a participatory process by government, academic institutions and experts from the private sector.

3. Enhancing public participation

An important aspect of effective implementation is the understanding and agreement of all those particularly affected and the population at large. Enhancing public participation may therefore be an important part of a Capacity 21 programme.

An example could be working with indigenous groups in strengthening their capacity to manage external pressures, enhance their development potential and manage their environment and natural resources. This would require developing support measures such as legal and financial instruments at both local and central levels, and developing technical and human capacity at the local level in particular.

4. Green development strategies and policies

Most countries have elaborated development plans as a set of overall goals or as economic development plans, many of which do not take account of environment and natural resource constraints and potential. Thus, a "greening" of development plans is necessary, effectively turning them into sustainable development plans. The Capacity 21 contribution should be not to develop a sustainable development strategy, but to support building the capacity needed to give new direction to existing development plans.

The programme could provide assistance to national experts to produce analytical studies in priority areas of sustainable development; develop a set of environment and sustainable development policies for the development plan (e.g. a five-year plan), facilitate a high-level policy debate and through a participatory process develop a consensus for the programme nationwide and build capacity to ensure implementation.

5. Technology: Development, adaptation and application

We know that many technologies already developed can be positive for the environment and for the use of natural resources at the same time as they enhance development potential. The challenge lies in adapting and applying this technology within a local context. Capacity 21 could assist in building up existing institutions to address these aspects of the technology question. This could apply to technology in a particular sector or more generally; such institutions might serve a function in the national context as well as in a regional context. They should be key actors in identifying appropriate technologies and in negotiating their terms of transfer.

REGIONAL AND INTERREGIONAL LEVEL PROGRAMMES

In many cases, capacity of a specialized nature is required, but its development may not be cost-effective at the national level. A group of small countries may need capacity in the area of environmental legislation. Capacity 21 could assist in determining needs for training in environmental law, assist in identifying an institution which could undertake training, assist in developing a curriculum in environmental law, and facilitate training of the first set of specialists in environmental law. In this case, it would be more cost-effective if an institution in one country would undertake the training on behalf of the region with support from all governments. Capacity 21 can also continue the inter-regional information networking activities under the Sustainable Development Network.